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Part of a report of seminar proceedings, these papers on community development in developing nations deal largely with conditions, requirements, and effective principles of rural extension; the government system of community development village workers in outlying regions of Thailand; the methods, organization, accomplishments, and prospects of national development in India; the role of the Presidential Assistant on Community Development in the Philippines; and community development functions of the intergovernmental South Pacific Commission. In addition to reviewing concepts and goals of effective community development, a final group report examines the roles and influence of governments, voluntary organizations, private enterprise, political structures, urbanization, cultural growth, and the national economy. Increased outside assistance and more extensive research are recommended. (ly)

COMMUNITY DEVELOPMENT IN EMERGENT COUNTRIES.

PROBLEMS OF COMMUNITY DEVELOPMENT IN EMERGENT COUNTRIES

by LINWOOD L. HODGDON

Definition: By community development I mean the process by which village communities, which comprise between 60% and 80% of the population of developing countries, become increasingly involved as active participants in the process of social change and economic development.

Many programmes called community development are national programmes - for example, in India, Korea, and the Philippines - but many of the basic principles which have been found useful in working with rural communities apply to other programmes not officially called community development. I will discuss some of these basic principles later.

Forms or Varieties of Community Development.

We must recognise that there are different varieties or forms of programmes as well as administrative structures through which community development is being attempted in emergent countries. Although I am not sure there is any single variety or structure suitable to all countries, there is general agreement about the basic principle, the observance of which is most likely to lead to successful results.

My task is made easier by Mr. Nelson's suggestion that my role should be to raise some of the important issues rather than provide the answers to all of the problems.

My remarks will fall into three categories:

1. General observations about social change and development in emergent countries;

11. Some of the basic requirements for development;

111. Basic principles which have been found useful in working with rural people.

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1. General observations.

A. The conditions (social, economic, political) under which development is being attempted in emergent countries are radically different from the conditions under which development took place in Western countries in general and in the United States in particular.

Several corollaries relate to this observation:

1. Planned social change, and the basic requirements for economic and social change, are inadequately understood by administrators and politicians.

2. Because of the lack of understanding or because of unwillingness or inability to make the necessary decisions and take appropriate actions, the development process often does not proceed at a rate commensurate with national needs or expectations.

3. Each country must assess realistically its own situation, determine its major human and physical resources, identify its major problems and establish appropriate priorities and programmes to meet these basic needs.

B. Community development as a national programme for rural betterment must be considered as only one of many national efforts in many different sectors, rather than the panacea for all development problems. This is because development involves all aspects of national life - economic, administrative, social, political.

11. Basic Requirements for Development.

Community development cannot operate in a sociological vacuum, but depends upon concerted action in many other areas of national life. Ambassador Bowles has suggested some of the more significant of these requirements:

A. Adequate capital from both domestic and foreign sources. In the long run most development funds must come from domestic sources. To achieve this goal, policy decisions may have to be made regarding inequities in the existing tax structure, new sources of revenue must be found which are not repressive on specific segments of the population, and changes in deep-seated attitudes and traditions regarding savings and investment may have to be made. And above all, incentives must be provided to stimulate greater productivity among all sectors of the economy, especially agriculture.

Finally, enough goods and services must be available to the people to persuade them to contribute the personal effort and initiative that development requires.[1]

B. Adequate skills for management, administration, production and citizenship. If, for example, extension services are to become a part of a community development programme, training programmes must be established to provide them. Also, if village level workers are to be a part of a community development programme, they must be selected, trained, etc. The same principle applies to other categories of personnel.

C. A willingness and ability in overcrowded nations such as India and Pakistan to curb a rapid population increase.

D. A unifying sense of national purpose; an involvement of people; effective two-way channels of communication between government and the people; confidence by the people in the integrity and ability of government to improve their lot.

111. Basic Principles which have been found Effective in Working with Rural People.

A. Rural people must become actively involved in development activities. What can be done to involve them?

1. Establishment of democratic institutions. Since most newly developing countries start with an absence of democratic institutions and traditions, their creation and development must be one of the primary objectives of community development.

One of the most significant steps in community development in India, for example, was the decision in 1958 to bring about democratic decentralisation, known as Panchayati Raj. Village panchayats or elected village bodies have now been established in most states to give greater scope for local government

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1. See The Makings of a Just Society, Chester A. Bowles, American Ambassador to India, Delhi University.

and to assess a greater responsibility to village, block, and district panchayats for development programmes.

National policy must assure orderly development of local leadership and local institutions if rural development is to be successful.

2. Programmes of community development must receive the strongest support and encouragement from government, without governmental interference, excessive paternalism, or domination.

3. Special attention must be paid to the expressed or felt needs of villagers. In meeting these felt needs, goods and services, and the agencies which supply them, can contribute to development only if they are oriented toward providing services which are oriented toward meeting farmers' and village needs rather than the objectives or needs of governments.

4. The major objective of community development in emergent countries should be the establishment of effective two-way channels of communication between government and the people. This may be done through establishment of "linking" institutions such as cooperatives (supported by but not controlled by government), democratic forms of government at the local and higher levels, and other means.

In conclusion it may be appropriate to point out that since governments in emergent countries are highly centralized and powerful and local institutions relatively powerless, the major respon sibility for creating the appropriate channels of communication and the policy decisions which will enable development to take place rests with the former rather than the latter.

COMMUNITY DEVELOPMENT IN THAILAND

by E.C. CHAPMAN

Community development, as an official programme of the Government of Thailand, is now in its sixth year. So far it has affected only a relatively small sector of the northeast region and an even smaller part of peninsular Thailand; and although the programme is a lusty infant, growing rapidly, it appears to be suffering from the maladies which are common to similar programmes in several underdeveloped countries.

The objectives of this statement are, first, to consider the economic-political-administrative context in which "community development" has been established; secondly, to record the stated purpose of community development in Thailand, the nature of the official organisation and its relation to other agencies; and thirdly, to report some salient deficiencies and problems which appear to be inherent in the present organisation and practices. It should be pointed out, however, that the author of this statement was not actively involved in the community development programme in Thailand, though in the course of a geographical research study he saw some community development work in villages of South Thailand; consequently, most of the third part of this statement (Problems) is based on information from persons who knew the programme more intimately at the village level. In particular, I owe a major debt to my friend, Mr. Peter Coleman, formerly Acting Director of Agriculture in the Federation of Malaya and specialist agricultural advisor at the Thai-SEATO Community Development Centre at Ubol in 1963. However, the responsibility for all information and opinions expressed in this statement rests entirely with the author.

1. The economic-administrative context.

Thailand remains one of the more prosperous countries in southern Asia. A visitor who survives Bangkok's traffic and sees the rural areas beyond is immediately impressed by the absence of human misery and malnutrition and - beyond the Bangkok plain - by the seemingly gentle pressure of man on abundant land. The period of life expectancy is 50 years (1960 Census), certainly one of the highest in Asia, and likely to increase now that deaths from malaria are greatly diminished.

Thailand, like all Asian countries, is overwhelmingly a land of villages, dependent upon a "subsistence plus' economy. The cash margin, beyond subsistence farming of one-crop rice, ranges a good deal in amount and kind from region to region. In the peninsular south, rubber, coconuts and fish are the chief sources of cash income; in the northern valleys the chief cash crops are tobacco and garlic; in the Central Plain there are major surpluses of rice, maize and other crops; in the northeast, the poorest region, the cash income is derived from kenaf (a fibre crop), cotton, tobacco and cattle.

The population of Thailand is now about 28 millions, increasing at approximately 3 percent per annum. The density of population (1960) is 51 per square k.m., for the country as a whole; it is less than half that of Pakistan, the Philippines, North and South Vietnam. Consistent with this relatively low density, there is no national awareness of a population problem, and no national policy for the encouragement of birth control measures.

Yet serious overpopulation exists in the Moon and Chee valleys of northeast Thailand. Here the density is not especially great (100-200 per square kilometre), but the yields of rice are amongst the lowest per unit area and per farm household in the country, and in many provinces there is frequently a rice deficit which has to be made up by imports of rice from other parts of the country. The reasons for the agricultural situation need not concern us much here: chief among them are relatively infertile sandy soils, the higher incidence of drought risk than in most of Thailand, and flood problems which stem from drainage of the Moon and Chee to the Mekong River, itself the international boundary for most of northeast Thailand.

The northeast suffers as well from a complex of economic and political difficulties. In much of the region, for example, it is not easy for cash crops to be marketed because of remoteness from the railway lines which extend to Ubol (pronounced "Ubon") in the extreme southeast and to Nongkhai in the north. Roads away from the few "highways" are poor, or virtually non-existent. But in addition to such economic difficulties the northeast has peculiar political problems, particularly Communist infiltration from beyond the Mekong. The Mekong river is itself a main routeway for Lao, Thai and Cambodian peoples alike for several hundreds of miles around the border of northeast Thailand and illegal migration is difficult to prevent. Many refugees from the war in North Vietnam have settled in the border belt of Thailand and of course they retain family links across Laos; further south, near Ubol, there are other groups, including refugees from South Vietnam and

Cambodian immigrants. The significance of these areas of political risk to the Thai community development programme is reflected in the concentration of the earlier "area coverage projects" almost exclusively in the border belt of the north-east region.

The administrative structure in rural Thailand has had considerable bearing on the way community development is organized and its success at village level. Since 1957 the Government of Thailand has been overtly a military dictatorship, controlled by the late Marshal Sarit Thannarat from 1958 until his death in December, 1963. However, the current period of military control has not been marked by vital changes in the long-established administrative system in Thailand. The major administrative units are 71 changwads (provinces), coming under the Ministry of the Interior. Each changwad comprises a variable number of amphurs (districts, usually numbering 4-15 per changwad); and each amphur is in turn a combination of tambols (pronounced "tambons", sub-districts or communes) made up of several villages.

Permanent officials of the Ministry of the Interior are stationed in each changwad, amphur and tambol. A changwad governor has a deputy-governor and an extensive administrative staff, including representatives of most main ministries. These officers - such as doctor, agricultural officer or Rice Department officer - are the sources of technical advice for several hundred villages, and perhaps half a million people. Each amphur and tambol has its administrative officer, a member of the Ministry of the Interior. In each village there is a puyaiban (headman), the abbot of at least one wat (Buddhist temple) and usually a schoolteacher. These constitute a triumvirate of leadership. The puyaiban is elected, though in fact he probably "emerges" (Douglas Home style:) from amongst the small group of more prosperous villagers, and with Government approval. The kamnan is elected head of a tambol and is usually given the status of a first grade Government officer, though paid only a small salary.

2. THE COMMUNITY DEVELOPMENT PROGRAMME.

Since 1958 a Community Development Programme has been added to the existing administrative functions in selected critical areas of Thailand. The national community development programme began in 1958, utilizing graduates trained from 1954 at TUFEC (the Thai-UNESCO Fundamental Education Centre) near Ubol. The purpose of this centre had been to train 71 six-man teams to work in each changwad of the kingdom. Since 1961 TUFEC has been used to train Community Development multi-purpose village workers.

A further important change in the brief history of the community development programme was the changeover to "area coverage" projects in 1960. This was first tried on an experimental basis with the assistance of the Community Development Division of USOM (United States Operations Mission to Thailand), and subsequently all community development village workers have been brought within the compass of particular area coverage projects. While earlier (about 1960) village workers had been spread thinly through 52 changwads, by early 1962 there were six area coverage projects (4 in the northeast, 2 in the peninsular south) and ten more were planned for rapid establishment; in all 349 village workers were involved.

Foreign agencies have played a considerable part in the Thai community development programme and continue to do so. USOM has been heavily involved. More recently SEATO has financed the first Community Development Technical Assistance Centre (nine regional centres are planned) which was opened at Ubol in 1962. This centre is intended to facilitate regional decentralization of the community development research and evaluation programme, to perform some training activities, to provide a means for integrating community development at the regional level with operations of a public works nature "in order to secure a more complete attack on the overall development problem of a given area."

The following statement sets out the aim and methods of community development in Thailand:

"The purpose of the community development programme is to help villagers establish and use group procedures in analysing their community problems and in planning and carrying out joint co-operative self-help community improvement projects. Village Community Development Committees are established as a rudimentary institution for the exercise of group responsibility, and self-help methods are emphasized and their values for "learning by doing" are lowered resistance to accepting new techniques is fostered (sic .. horrible sentence!).

"The program is planned as a coordinated programme with the various subject matter ministries carrying responsibility for activities within their respective subject matter areas, with the community development staff providing a central administrative and coordinating service.

"The intention is to foster the growth of local self-government, strengthen the villagers' capacities in this direction, and assist them to secure and use the technical assistance that they need from the various governmental services in carrying out

projects in agriculture, health and sanitation, roads, local facilities, etc. and to progressively involve them in an understanding of the participation in the National Development Plan.

Ways of Working

"Village workers are trained:

1. To live in a village;

2. To collect essential information about the village needed for planning;

3. To help villagers organize Community Development Committees;

4. To help those committees consider village problems;

5. To help work out plans for doing something about the problems that are most important to the villagers;

6. To help organize specific projects to carry out these plans;

7. To arrange for needed material and technical support;

8. To provide assistance to technicians from other ministries in spreading information and making village contacts."

Northeast Briefing Book (USOM, Bangkok, 1962).

Village projects, once planned, need the approval of the appropriate technicians (specialist officers involved), the Amphur Community Development Committee which allocates priorities, the Changwad Community Development Committee (to determine conformity with the overall changwad plan) and finally the changwad governor. He allocates materials, purchased from community development funds allocated to his account. At the national level there was first a Community Development Bureau, now a Department, within the Ministry of the Interior.

An Area Coverage Project "covers all of the villages in an amphur in order to provide a sufficient volume of operation to have a cumulative effect on the economy and way of life of a significant area and to provide a base for effective coordination of government services related to village priorities.

1. Each worker is assigned to work in a group of from six to ten villages.

2. These groups of villages are located adjacent to other groups so that a whole amphur is covered.

3. A supervisor is assigned to work under the Nai Amphur (district officer), to assist six to eight workers to solve their problems and develop the community development activities of the amphur.

4. Technical representatives of the various ministries on the amphur and changwad staff provide technical advice and direction for community development projects in their programme area." (Northeast Briefing Book. ibid.)

3. DEFICIENCIES AND PROBLEMS.

The community development programme in Thailand is not yet far advanced, but there are now several hundred village workers in the field. Most of them are young men and women whose enthusiasm is matched by the enthusiasm of the villagers for community development projects. And yet many aspects of the programme have drawn criticism. Some deficiencies are outlined below.

a) The question of priorities. In general the emphasis to date appears to have been upon non-agricultural activities, such as "feeder roads", the construction of irrigation tanks and sometimes schools and health centres. Sometimes the tanks are poorly built, unable to withstand minor floods; more commonly the "feeder roads" built with villagers' hoes and baskets are little better than rough tracks, and a poor result for the effort required. Would the community have gained more if the Community Development Village Workers (CDVW) had concentrated on helping villagers to improve their farming practices, learning the use of insecticides or better agricultural techniques through demonstrations, or helping villagers to improve their cottage industries (e.g. in some instances the manufacture of stronger and larger water storage jars)?

b) The rationalization of tasks. However large a part the community may be led to play, some tasks are still better done by Government agencies. And so, connected with the question of priorities for community action, there is the need for clear definition of which tasks are a village's responsibility and which are more efficiently performed by the Government. To expect communities to build good roads, irrigation dams and channels, schools and medical centres is expecting too much; where the emphasis in the Thai community development programme falls on these more spectacular activities, it tends to leave an impression with the outside observer that an unstated objective of the national programme is the transfer of responsibility for economic development so far as possible from the state to the individual community.

c) Problems of personnel. Many weaknesses of the present programme may well stem from the policy which has been followed in the selection of CDVWs, their dispersion over too large areas and their appointment as regular officials of the Ministry of the Interior. Some of these deficiencies may even now be being remedied: all could be viewed as initial imperfections in a programme which may achieve results of immense value.

(i) The appointment of each CDVW as a graded Government official whose presence in a village suggests "trouble" of some kind. This tends to prevent the feeling that, in the eyes of the villagers, the CDVW is "one of us": the dichotomy is intensified whenever the CDVW wears the khaki uniform of the Civil Service, complete with a gold stripe on each shoulder.

(ii) CDVWs have often come from entirely different educational and social strata than the villagers; often they are university graduates and usually from a large town, or from Bangkok itself. Not only does the "city man" have a different set of values and different interests, but generally he also speaks a different dialect. "Central Thai" is the dialect of the administrator and it is markedly different from the dialects of the northeast and south, where the community development programme is being established.

(iii) Every CDVW is a member of the Community Development Department in the Ministry of the Interior, with the opportunity for promotion anywhere in the same Ministry - and sometimes beyond. Thus the CDVWs may sometimes be led to regard village work as the bottom rung on the promotional ladder. Some are promoted out of villages when doing worthwhile work; others tend to forsake the villages for "big town" comforts as soon as possible.

(iv) CDVWs are too thinly spread, even though area coverage projects are now in operation. In some instances the actual responsibilities of a village worker extend over as many as 16 villages, although the maximum stated in the programme is ten. The extent of this excessive task is easily appreciated, since villages may well be several miles apart and the largest may contain more than 1,000 households.

(v) CDVWs suffer from inadequate transport. Usually they have bicycles or motorcycles, but the roads and tracks between villages are sometimes impassable in the "wet" and of little use in the dry months because of deep sand. Horses might prove more suitable in many districts.

(vi) Initially young men and women were recruited and stationed in area coverage projects on the basis of complete interchangeability. Girls were expected to advise farmers on the construction of small irrigation schemes and similar matters. Clearly, men and women have complementary roles to play in the same villages.

COMMUNITY DEVELOPMENT IN INDIA - RETROSPECT AND PROSPECT

by LINWOOD L. HODGDON

In October 1962 Community Development entered its second decade as an official program of the Government of India. It may be useful to the participants in this working conference on community development to review the background and progress of this massive national program in the world's most populous democracy; what are its objectives, what forms of organisation and administration have been established to carry out the program and how effective have they been, what accomplishments have been achieved to date, what have been the major obstacles which have been surmounted in the past, and what are the problems and challenges which lie ahead.

First, let me confess that this is a very tall order. No person can possibly be familiar with all aspects of this gigantic national movement which now embraces some 360 million people in India's 558,000 scattered villages in a crusade to overcome poverty, disease, and illiteracy: socioeconomic problems which confront not only India's populous millions but two-thirds of mankind scattered throughout the developing countries of the world .

India gained her independence in 1947 and started her first Five Year Plan in 1951. She is now mid-way through the Third Five Year Plan. Although progress has not been spectacular it has been steady, and there are reasons to believe that the rate of progress will accelerate as the industrial infra-structure expands, as the government and people become increasingly involved in development activities, and as some of the major bottlenecks are removed.

The Community Development program (then called the Community Projects Administration) was inaugurated on October 2, 1952 - the birth anniversary of the nation's beloved Mahatma Gandhi. Today it covers the entire country.

Let us review the background and progress of community development in India in terms of:

1. The special significance of India's development efforts;

2. Objectives and Methods;

3. Administrative Organisation;

4 Accomplishments;

5. Present problems and challenges.

1. Special Significance of India's Development Efforts.

In any discussion of national development a comparison of India and Communist China is inevitable because of their political importance, the striking parallels in their needs, the vast contrast in their approaches to development, and because together these two countries contain two-fifths of the world's population and cover one-fifth of the inhabited area of the globe.

It is difficult to imagine two more radically different economic, social and political approaches to development. As Ambassador Bowles has observed, the lesson to be learned from the development experiences of these two Asian giants is an old one which must constantly be relearned by modern totalitarians who seek to manipulate people for narrow political purposes The lesson is this: when rulers fail to identify their interests with the people, and vice versa, the political stability upon which orderly economic and social progress depends is undermined and development is thwarted.

2 Objectives and Methods.

Although the economic approaches to development differed widely, the differences, as Chester Bowles[1] (American Ambassador to India) has observed, are

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1. Chester Bowles, The Makings of a Just Society, The University of Delhi, Delhi 6, India, 1963.

greatest in the area of politics and human relationships.

1. Whereas India seeks to dignify the individual as a vital part of the process of development, China has regarded him as an instrument of the state.

2. While India seeks benefits for the present generation, China has chosen to exploit the present generation for the presumed benefit of future ones.

3. Whereas India has sought to enrich and preserve her ancient culture and modernize her society in harmony with these traditions, China has sought to discredit her ancient culture in favour of completely alien political and social systems.

4. Finally, China from the beginning was determined to assert her influence as a radical and militant element in international politics, while India chose the more constructive path of mediation, non-alignment, and peaceful accommodation.

An understanding of these differences in objectives and methods of development is fundamental if we are to understand the development of either. And each must be judged by its own standards, as well as those of the world community in which each is striving to find its place.

3. Administrative Organisation.

At the Centre: the major responsibility for Community Development rests with the Ministry of Community Development. A Central Committee, including members from the Ministry of Community Development, Food and Agriculture, and the National Planning Commission, with the Prime Minister as Chairman, is concerned with broad policy and program direction. This Committee is assisted by an Advisory Board consisting of representatives of a number of other ministries.

At the State: in each of the sixteen states there is a Development Committee chaired by the Chief Minister of the State, with a commissioner of development serving in a coordinating and administrative capacity similar to the Minister of Community Development at the National level.

At lower levels: Indian states are divided into districts, each with a district development committee chaired by the district Collector who is the chief government officer at that level and whose personal influence makes him one of the most important executives in the program.

Districts in turn are divided into development blocks which constitute the basic unit of administration Each block covers an average of 150 to 170 square miles, and includes approximately 100 villages and 60,000 to 70,000 people. The practice has been to schedule the development blocks for two stages of operation of five years each, with the intensity of government service being reduced in the second stage. A standard block budget of twelve lakhs of rupees (about $240,000) is allocated for operations during the first stage, and five lakhs (about $100,000) for the second.

Within each block is a field staff of technicians covering each of the specified goals of the program - agriculture, health, cooperatives, small-scale industry, etc. The Block Development Officer is responsible for coordination and administration of the development program within the block. These technicians are administratively under the B.D.O. but receive technical supervision from their respective ministries. In addition to these specialists, who are to serve all the villages in the development block, there is a cadre of village-level workers, or Gram Sevaks, who live in the villages and form the major direct link between the government and the people. Each village-level worker serves about ten villages. Generally they are high school graduates, and receive up to two years multi-disciplinary training.

4 Achievements.

The first decade of Community Development in India should rightfully be viewed as the foundation-lying stage, and the achievements judged accordingly. Progress must also be judged in terms of the magnitude of the problems to be overcome and with full realization that planned social change and nation-building cannot be accomplished overnight, but are long range processes which often become more complex as development proceeds. However, the achievements during the foundation-lying stage are significant, as Dr. Ensminger[2], representative in India of the Ford Foundation, has pointed out. They include the following:

1. The structure of the community development agency was built.

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2 Douglas Ensminger, Needed: A Bold New Approach to Developing Staff Competence for Community Development, Ford Foundation, New Delhi.

2. Administration was gradually reoriented from regulatory to developmental functions.

3. Training institutions for the many and diverse community development personnel were established.

4. Villages were awakened to their new opportunities in, and responsibilities for, greater participation in development activities; and, finally,

5. Science and technology were introduced into rural India on a massive scale for the first time in history.

It would be presumptuous to assume that these steps have been successful fully in removing the plight of centuries of poverty, illiteracy, and backwardness, but important beginnings have been made.

To be more specific, let us take a closer look at only one of these accomplishments - the establishment of training institutions.

Training Institutions:

Several types of training institutions have been established:

1. 100 VLW Training Centers: More than 100 training centres for training village-level workers have been established, and 50,000 are in the field.

2. The National Institute of Community Development is the apex institution where top-level administrators such as district development officers, members of state legislative assemblies, etc., are oriented to the needs and objectives of the community development programme.

3. 12 Orientation & Study Centers: Provide training for block development officers, extension officers, and non officials (i.e. leaders of district, block, and village panchayats).

4. 3 Extension Education Centers train instructors for VLW Training Centers in the extension services which now exist in all 16 states.

5. Subject Matter Training Centers - for health personnel, communications media specialists etc.

Similar progress could be cited in many other areas, but it may be more useful to look at some of the major problems which still challenge the nation and its leaders.

5 Present Problems and Challenges:

Many major problems still confront the nation. The development progress made by India or any other country is determined by two factors:

1. The nature and magnitude of the problems which have to be overcome, and

2. The effectiveness with which the human and physi cal resources of the nation are mobilized to tackle these problems.

Although both of these factors are important, my own experience of more than five years in the developing countries leads me to believe that the latter is more important than the former. Many developing countries are not sufficiently serious about or successful in doing many of the things which must be done to bring about a steady economic and social progress within an orderly and democratic political framework, either because administrators do not understand adequately the nature of the development process, or because they are unwilling or unable to establish and carry out the necessary policies and organisational changes required to bring about vital reforms

Let us look at these two factors as they relate to India.

1. The nature and magnitude of the problems which have to be overcome.

No nation except China has faced more formidable development problems than India, and none has attempted to overcome greater problems by means of the democratic process Many of these problems consist of existing socio-economic conditions which impede the development process and many relate to weaknesses in the administrative structure established to carry out development programs.

a) Existing Socio-economic conditions impeding development:

1) Population pressure - Rapid population increases in overcrowded nations

such as India and Pakistan constitute one of the most serious threats to development efforts. If present trends continue, India's population of 440 million will double in less than 30 years, making difficult if not impossible the attainment of national development goals.

2) Agriculture Problems: Agriculture is often the Achilles heel of the developing countries and for good reasons: 82% of India's people, for example, live in villages, and more than 70% depend directly on agriculture for their livelihood. Moreover, no nation (with the exception of England) has ever become industrialised without first developing a strong foundation in agriculture, and this took place under historical conditions not likely to be repeated.

Food grain production is lagging in terms of future needs, as reflected by population growth and production trends in agriculture, as well as in terms of Third Plan production targets. Agriculture is considered the key sector and has been accorded the highest priority.

These are some of the problems:

1. Maldistribution of land:

a) 1/5 of India's rural families do not own any land at all.

b) 1/4 have holdings of less than 1 acre.

c) Households having less than 5 acres (including those with none) make up 3/4 of the total; their share being 1/6 of the total area.

Further land reforms are needed to place more of the land in the hands of those who till it, and to enable the creation of a larger number of economically viable units and the creation of adequate incentives.

2. Small size of holdings and fragmentation of holdings:

These data indicate India is a land of small holdings, the national average being 7.5 acres. In addition, these small holdings are usually divided into many separate plots averaging 3 plots per acre, for holdings of 5 acres or less (or 15 plots for a 5-acre holding).

3. Agricultural Supplies and Services:

Although much progress has been made in strengthening the agencies through which supplies and services are made available to farmers (e.g. cooperatives, Extension services, etc.), recent surveys confirm that these agencies are primarily concerned with meeting government goals and objectives rather than rendering maximum service to farmers. However, these issues are freely debated in houses of Parliament and pressures needed for reforms are constantly being created from many quarters, and many needed reforms are being initiated.

Problems relating to government agencies and program through which development activities are channeled.

1. Coordination among Ministries.

The Ministry of Community Development Panchayati Raj and Cooperation, is one of several ministries directly concerned with rural and community development. Although all development activities are supposed to be channeled through the Ministry of Community Development, inability to effectively coordinate activities of the several ministries such as Health, Food and Agriculture etc, hampers development. Because of the crisis in agricultural production, for example, 80% of the time of the village level worker is supposed to be spent in agricultural activities, lessening the time available to spend on strengthening village organisations, etc.

2. Training

Although more than 50, 000 village level workers have received training, the level of competence of VLW's and other categories of personnel must be continuously up-graded to meet new needs. In some states, for example, 75% of the block development officers are from the revenue department and need extension reorientation to carry out development functions effectively. Further training of extension workers and cooperatives' personnel would enable these vital agencies to perform a greater role in community development.

3 Improving communication services for national development.

Communication is the basic social process in human societies. Efficient mass

communication is essential to all economic and social progress, because it is through the communication process that leaders are able to lead and that people of a developing nation receive the information necessary to change old patterns of thought and action, learn new skills, and establish new forms of social organisation to meet new needs.

Mass communication is especially important to India's development for many reasons:

1. India's population of 440 million people is so large that only the most efficient program of mass communications can hope to reach her people with the information so vital to economic and social development.

2. Rapid development in a framework of democracy requires millions of personal and group decisions to adopt new ideas and practices, learn new skills, and establish new institutional patterns.

3. India's people, living in more than half a million villages, have long been divided into family, caste, religions, and linguistic groupings. These circumstances, coupled with a high rate of illiteracy (roughly 75%), require unprecedented communication facilities and skills to bring about national unity, social integration, and sustained development.

4. India is trying to achieve in a few short decades what industrialized nations accomplished over much longer periods of time. An acceleration of the rate of development is essential, and this requires the most rapid acceleration of communication facilities, services, and skills of which the nation is capable.

4 Research and evaluation activities.

Most successful private and public enterprises rely heavily on effective research and evaluation for planning programs, determining priorities, and allocating resources.

Effective research and evaluation, now recognized widely as legitimate and necessary development functions, are needed now more than ever before because of the increasing momentum of development; a momentum which creates new hopes as well as new problems.

Democratic forms of organization contain within themselves the mechanisms for discussion of issues, evaluation of results, and the flexibility for administrative reform. Inflexible and authoritarian administrative patterns, more appropriate to the regular functions of the past than to the development functions of the present, are serious obstacles for development.

5. The requirements of national development.

Community Development cannot operate in a sociological vaccum, but requires concerted action on many areas of national life if it is to be effective. Farmers, for example, cannot be expected to adopt new agricultural practices if they hold no title to their land Nor can they be expected to produce more unless the requisite supplies and services are available under conditions favourable to them rather than to government. These and many other kinds of action would go a long way towards creating the proper conditions under which the seeds of community development can take root and grow.

These, then, are some of the achievements and problems which characterize community development in the world's largest democracy. There is reason for pride in past accomplishments, but no room for complacency either now or in the future, for the future belongs to those who prepare for it.

THE P A C.D. IN THE PHILIPPINES

by A. A. PERPETUA

1. Brief Description of Organisation.

The P.A.C.D. stands for Presidential Assistant on Community Development. It is the agency that is primarily charged with the planning and implementation of community development as a concern of government. At this point, it is stressed that it is not the only agency that does community development. There are many others. As a matter of operating procedure, nineteen agencies of government join hands in a partnership with people who form the motive power for development. Their development of communities is done thru' the active participation and largely upon the initiative of the people of the community. The government plays a secondary role, although initially it provides the intensive stimulation for self-help activities. The Government provides necessary technical services from nation-building departments in a co-ordinated manner both in planning and implementation. Necessarily also, the Government makes available on a need basis essential materials and equipment which may not be procurable nor found in towns or villages. This is done to prime the barrio economy so that what people had dreamed of having could be achieved. This will dramatize the growing recognition that Government should be responsive to people's needs. More importantly, however, is the realization of higher levels of attainment by people by building upon what they have achieved. Through wise and intelligent guidance, communal projects assisted in part by top funds can be the stepping stone towards greater responsibility for community uplift. Simply, these projects can be educational because they allow acquisition of new knowledge or skills and they increase acceptance of self-help. Moreover, they are developmental because the generation of other projects and activities is done through them.

The P. A. C.D. acts for and on behalf of the President in all matters pertaining to community development and:

a) Plans and implements the program in barrios, municipalities and cities of the country; conducts the work of other agencies related to rural development;

b) Promotes the organisation of provincial and municipal community development councils and barrio councils according to law;

c) Develops a grant-in-aid program;

d) Recommends a legislative and other measures.

2. Main Objectives/Functions.

The community development program of the Philippines is designed to promote the development of stable, reliant and dignified Philippine citizens capable of improving themselves and their communities without or with minimum Government assistance. This ultimate objective is divided into short-range goals. In the economic field, attempts are being and will continue to be made to increase productivity and income through improvement of agriculture and urban industries; through self-help barrio or feeder roads building; through intensive and co-ordinated technical services to the barrio people and through provisions of improved facilities in irrigation, farm tools, implement and supplies. In the social field, attempts are being made to provide educational and vocational opportunities for the adult population; improve health and sanitation through provision of water supply, improved housing and sanitation; gain awareness with respect to existence and enforcement of social justice laws such as on tenancy, usuary, labour, women and child welfare, land reforms, and others. In the field of government and politics, attempts are made to develop viable and effective local governments, especially barrio government, to promote more participation by people in government affairs.

3. How P.A.C.D. Relates to Other Organisations.

The P.A.C.D. is situated in the Office of the President because the Chief Executive has personal and immediate direction of the program. Community development requires adequate and sustained technical services which are provided by some nineteen agencies of the national government. There is, therefore, very close working relations between P.A.C.D. and these agencies for it is one of the goals of the program to avoid overlapping and duplication of functions. Necessarily, therefore, P.A.C.D. does not hire its own technicians but draws them from already existing departments, agencies and offices of the government.

4. Need for Relating or Co-ordinating with Other Organisations.

The extreme need for co-ordination and integration cannot be over-emphasized under the set-up of program operations just described. According to their needs, people in barrio communities determine the substance and direction of the program. The encouragement and stimulation is done by P.A.C.D. field workers and technical servicing is provided by various agencies. Local governments, P.A.C.D. and the technical agencies put up material assistance from the outside. This is the combined operation that brought about the concept of working together in close co-ordination.

5. Steps to Co-ordinate P.A.C.D. with Others.

Policy and decision making councils have been organised at three levels to promote effective co-ordination. At the municipality, a Municipal Community Development Council (M.C.D.C.) helps plan and implement the program at that level. It is composed of the Mayor or Chairman, representatives of technical agencies and two private citizens as members. The Municipal Development Officer who comes from P.A.C.D. is the Executive Secretary of the Council. At the provincial level, there is organised the Provincial Community Development Council (P.C.D.C.), composed of the governor or chairman, representatives of technical agencies and two private citizens as members. The Provincial Development Officer of P.A.C.D. is the Executive Secretary. At the national level, there is an Inter-Departmental Co-ordinating Committee for Community Development, comprised of representatives from the nineteen nation-building departments and agencies. Significant to co-ordination is the attempt to bring together all technical men and a merging of local government and technical services.

At the barrio level, coordination is performed by the Barrio Council. Rural organisations are co-ordinated as well as the technical services available.

6. Usefulness of Community Development Approach.

This point need not be overstressed. With a national program, more and more of community development principles and techniques are sought to be discovered, experimented and used.

7. Main Problems.

a) Administrative: Lack of finances has somewhat prevented the normal growth of the program. Requests for coverage could not be ratified and expansion of the program not possible by lack of necessary funds.

b) Training: The output of the training centre has been limited due mainly to lack of money. Field training has similarly been affected. In addition to financial difficulties, field training requires better skills and methods by field trainers.

c) Lack of Co-ordination: Co-operation at the operating level is highly commendable. The main problem of co-ordination is at the top.

THE SOUTH PACIFIC COMMISSION

by RICHARD SEDDON

The South Pacific Commission was established in 1947 as a regional inter-governmental organization by the six Governments responsible for non self-governing territories in the South Pacific - Australia, France, Netherlands, New Zealand, United Kingdom and United States of America. The Netherlands withdrew at the end of 1962.

Established as an advisory and consultative organization, its main function is to assist its participating Governments and their territorial administrations in respect of their programmes of economic and social development in the interests of the indigenous populations of the region.

The area with which it is concerned is comprised of some 18 territories extending from Papua and New Guinea in the west to French Polynesia in the east and from Guam and the U.S. Trust Territory of the Pacific Islands in the north to Norfolk Island and Pitcairn in the south.

Over the years, in order to discharge its principal functions, the Commission has established a work programme in the fields of health, economic development and social development. This has been based on close collaboration with territorial administrations and on other sources of advice and assistance, including specialized agencies of the U.N., U.N./Technical Assistance Board, foundations, universities, and appropriate voluntary organizations. Such collaboration is seen not only as an important means of advancing the Commission's own work but also as one of its responsibilities in the interests of co-ordinated activity within the region.

Its relations with the Territories are close and its methods of working are based on close consultation with them. It makes available suitably qualified and experienced personnel to advise and assist, it maintains information and clearing house services as well as a specialized library, it convenes technical meetings, conferences, seminars and study groups and assists Territories with the actual implementation of specific projects.

Work in all three fields has indicated quite clearly the urgent need for increased attention to education and training in order that the Territories' own field programmes can be advanced and in practically all Commission activities emphasis has been placed on this. It is quite clear that the incorporation of the community education and development approach throughout the region is of utmost importance if the communities are to be assisted towards becoming self-emerging.

Towards this end the Commission has now established in Fiji, with the co-operation of the Fiji Government, the first stage of a planned multi-purpose Community Education Training Centre for the South Pacific in which various types of training courses will be developed for selected personnel from the Territories. These will comprise courses of basic training in such fields as home economics, library work, preparation of extension materials, social welfare and youth work and the like, as well as courses in agricultural extension, health education and so on. In addition, courses will be developed in the principles and practice of community education and development for personnel already active in the field, whether employed by governments, local governments, missions or voluntary agencies.

Through its Publications Bureau (Box 5254, G.P.O., Sydney, N.S.W., Australia) the Commission provides a variety of services to the Territories in the literature and teaching aids field and publishes a quarterly South Pacific Bulletin in which articles describing interesting activities and developments within the region are carried.

THE SOUTH PACIFIC COMMISSION - GROUP 1.

While its programme to date has been modest in scope the Commission has come to be recognized as a focus of regional advice information and assistance and indications are that some further programme expansion will be possible. Should this prove to be so, the main emphasis of the expanded programme will be in the field of community education and development.

COMMUNITY DEVELOPMENT IN EMERGENT COUNTRIES

REPORT OF GROUP 1.

Combined diversities of nationalities, disciplines, experience and interests would in most settings defeat any attempt to carry out a formal corporate study. And yet, at this Seminar when the subject to be studied was of the most complex nature, accord and rapport were established with relative ease.

The common aim of examining a method for promoting human wellbeing proved a binding flux as international representatives brought to bear first hand experience from twelve national areas in the Asian sector of the world community.

The Group experience ranging from inherited membership of tribal units and personal grass roots identification with village life, to the broad canvas of planning and co-ordinating intergovernmental programmes of social development, came from -

an international consultant to governments implementing national programmes of research and action in community development;

an executive planner and co-ordinator of an inter-governmental programme of social development;

a chief planner and administrator of an indigenous national government programme;

a senior officer of a non-indigenous-government national programme;

a pioneer of community development activity in an undeveloped country;

chiefs of adult education services in various countries;

a post graduate student and former community development worker in an undeveloped country;

a senior government officer carrying out broad educational programmes for a primitive race;

an economic geographer experienced in development programmes in emerging countries;

a national representative of an international voluntary organisation involved in the co-ordination of voluntary and governmental activity in developmental work at local, regional, national and international level;

an agricultural scientist;

a professional social worker serving as an executive officer of regional and national social welfare co-ordinating and development committees;

education officers engaged in rural programmes of community development in both emerging and developed nations.

With this rich diversity of background and approach, each gave an account of his experience and background and provided supporting papers as the essential base for the mutual orientation to the study in hand.

As each told of his setting and of himself there emerged a common emphasis on the aim to improve understanding of community development as a concept conducive to the attainment of continuing movement sustaining to individual, family, community and national advancement.

It was accepted early that there is a system of thought and patterns of action for which the term "Community Development" (C.D.) is apt and that it is relevant to many disciplines.

Permeating the presentation of material was the basic emphasis upon and recognition that man and his environment are subject to constant change; that in C.D. there lies the means to aid our peoples in their efforts to adjust to and participate in change and to initiate planned change; that it is a means for control over change- a means by which people can give direction to change and not merely suffer its descent upon them.

THE PHILOSOPHICAL BASIS OF COMMUNITY DEVELOPMENT.

From the many cultures there are some common philosophies about the nature of man which have been focussed as the basis for C.D.

1. Whatever religious beliefs are held, a man's life is seen as meaningful.

2. He is seen to command a fundamental respect whatever his individual characteristics may be - his individuality is to be observed and preserved.

3. He has an inherent ability to give direction to his life - to bear responsibility for his actions.

4. He is equipped in ways enabling him to shape his environment to his needs.

5. He has a dependency upon and a responsibility for the wellbeing of his family.

6. He is gregarious and living within a society, is dependent upon it, and yet responsible for the functioning which enables him to satisfy his needs within it.

7. For the preservation of the integrity of man's being then human values must have priority over material gains.

It was with these philosophies in mind that the nature of communities in emerging countries was examined.

Some distinctions between rural and urban communities were made. The accelerating rural to urban migration was seen to carry into urban life the influences of village life. It was also noted that populations in rural areas greatly exceeded those of urban areas. The emphasis in this examination has been upon rural communities.

CULTURAL BACKGROUND.

Some communities have a background of tradition and cultural attainments which enable them to achieve a unified approach in communal effort toward the satisfaction of commonly felt needs.

However, this unity of approach may not reflect either

a) full opportunity for individual citizens to participate in the decision making process - decisions may rest in the hands of a chief or tradition selected leaders whose status power exists irrespective of the wishes of the citizens;

b) or more importantly, any sense of identity or integrated relationship with other communities or the nation of which it may be a part.

Such communities may attain a stability of organisation and a standard of well-being acceptable to the people within it. However, this standard may be relative only to the knowledge and resources available within the community and be quite unrelated to modern knowledge and resources held in the rest of the world.

Whilst the citizens of such communities may conform and adjust to local sanctions in the traditional roles expected of them, there may be no opportunity for them to use their individual capacities to the full; they may be deprived of the opportunity for personal development and in turn so may their communities be deprived.

Within the cultural framework of such communities there may be a highly developed sense of social responsibility and a recognition of man's ability to exercise control over his environment and the events which take place within it. The cause-effect relationship of events may be recognised and compatible with the local systems of beliefs and values. And so when change through new knowledge and resources is introduced, the people of such communities are receptive and show little or no resistance.

In contrast, there are some cultural settings, particularly in Asia, where through the long influence of religious beliefs and deeply rooted practices, people are completely fatalistic.

There is no fertile philosophical context in which scientific thought can be implanted. This is clearly illustrated by the problem of integrating indigenous systems of medicine with modern scientific medical knowledge. There is a variety of concepts of medicine rooted in belief, not in scientifically established fact. As Dr. Linwood L. Hodgdon reports:

> "In India, for example, the medical profession is faced with the challenge of integrating at least four major systems of medicine, and dozens of other independent practitioners - Allopathic, Homeopathic, Ayurvedic, and Unani . In Korea at least three competing medical systems exist - Mudang, Chinese herb doctors, and 'Western' medicine." "Herein lies the crux of the problem. If for example, worldly ills are perceived to be caused by spirits, or by disturbances in man's relationships with the cosmos, then the cure lies in appeasing the spirits or in re-establishing proper relations with cosmic forces. This is done by conducting appropriate magical or religious ceremonies, and not merely by dispensing medicines. Each of these systems is interested in survival and thus each system constitutes a pressure group within society." 1.

In these settings there is extreme inertia and resistance to change. There is the absence of any sense of broad social responsibility - the inability of people to see themselves as members of social units beyond the family or extended kinship group - the dearth of recognition that they are members of a community with a functional entity of which they are a contributing part - the absence of any felt responsibility toward other unknown members of their community - the kind of approach to life which permits people to leave a broken down bus in the middle of an intersection and let it remain there with no concern that it creates a danger or inconvenience to others and holds up the life of their community through the traffic jam that results.

These contexts contrast sharply with the situation prevailing in developed countries where people are oriented to scientific methods; where they have long practiced methods of group decision making and corporate effort in control of events; where there are well developed concepts of broad social responsibility. It is this kind of tremendous difference which distinguishes the emerging countries. The gulf to be bridged between them and the developed countries is a vast one.

The kinds of concern which were seen to stem from this gulf and to be areas in which C.D. concept can be applied, appear almost as broad as the whole range of human needs and interest.

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1 Linwood L. Hodgdon, Ph.D. Psychological and Sociological Factors in Rural Change. Journal of the Indian Medical Association, Vol. 40, No. 6, March 16, 1963.

Posed as problems needing use of the principles and practices associated with the C.D. concept have been such things as loss of racial identity, rural and urban reclamation and development, rural to urban migration, birth control programmes, the planning and introduction of structural change to systems of national social organisation, the introduction of suffrage, better land usage, land tenure, unemployment and under-employment, the preservation of arts and crafts as media for social and economic development, the creation of new channels of communication, the development of political procedures and skills, the building of artifacts, health, education, the assimilation and integration of minority racial groups, etc..

The cultural factors maintaining the restricted social consciousness underlying these problems represent a tremendous barrier to any effort toward social and economic development. They constitute a hurdle of such gigantic proportion that no frontal or sudden assault can achieve any gain. They permeate the life of the citizens, their communities and their nations so deeply that the only measures which can succeed are those which can penetrate to the roots of the philosophies engendering them and bring about modification. There has to be a subtle impingement and permeation, and for this there is needed an approach based on the understanding of the cultural factors and social forces at play in the situation. An approach which can aid an agent of change in achieving this no matter what his discipline might be, is the essential vehicle for his purpose.

"In what ways does the concept of C.D. provide this approach?"

"At what strata in the life of emerging nations can it be applied?"

"What is necessary to its successful application?"

These are the kinds of questions which came under examination.

THE CONCEPT AND GOALS OF COMMUNITY DEVELOPMENT IN EMERGING COUNTRIES

Five main goals of community development in emerging countries have been determined as:

1. Motivation of people for active citizenship through

2. Participation in community affairs for

3. Improved community wellbeing, enabling

4. Integration of communities into the life of their nations to achieve

5. National cohesiveness and development.

Underlying these interlocking goals is the aim of establishing suitable links enabling people to participate in the formation and execution of national policies.

In some highly developed communities where the principles of democratic life are deeply ingrained, community development is achieved in its widest sense as a result of spontaneous action by citizens. In this kind of setting, C.D. has been defined by Louis Miniclier as follows -

> "Community Development is a process of social action in which the people of a community organise themselves for planning and action; define their common and individual needs and problems; make group and individual plans with a maximum reliance upon community resources; and supplement these resources when necessary with services and materials from governmental and non-governmental agencies outside the community." 2.

Contrastingly, in emerging countries, this kind of definition is less appropriate. The prime ingredient of motivation has yet to develop before spontaneity can derive. It is the kind of developmental stage defined by Miniclier that becomes an aim of C.D. in emerging countries.

In the emerging countries with the great, and oft times a seemingly insuperable problem of inertia and apathy, C.D. is usually begotten through an agent of change external to the community. In most cases, this agency is embodied in governmental services although there is opportunity and instances where non-governmental bodies have also assumed this role. In this context, where the impetus has to be generated through stimulation, C.D. was seen as -

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2. Louis Miniclier, Chief of the Division of Community Development of the I.C.A.: The Community Development Review, December, 1956.

"A conscious and deliberate effort aimed at helping communities to recognise their needs and to assume increasing responsibilities for solving their problems thereby increasing their capacities to participate fully in the life of the nation.

It is obtained by the provision of community services and effective use of resources through rational organisation and full participation of the community for the improvement of the economic, social and cultural conditions of the people." 3.

Because of the absence in most emerging countries of an effective system of national social organisation, there is need for C.D. to embrace wider horizons than a geographically confined village. There has to be an extension of villagers' perceptions of need so that they forge links with other villages and attain co-ordination at a regional level as an essential stage for effective national organisation and development.

Just as any specific role of an individual must be regarded as something which cannot be isolated from his total being as a member of a community, so too in any plan to improve the wellbeing of any special groups in a community, must they be viewed as integral and inseparable parts of the whole community.

The social fabric of a community is a complex of interwoven beliefs, values and customs. The behaviour patterns of individual villagers, their ways of doing things, their attitudes and in fact the whole conduct of their lives is determined largely by the systems of beliefs and values prevailing in their communities. The power structures, forms of approach to leaders, methods of decision making and the channels of communication and consultation are all influenced and often governed by strongly entrenched traditions. A great variety of inter-relationships, inter-dependencies, and inter-action keep the life of a community in equilibrium. And so, the introduction of change in any one aspect tends to set up a chain reaction effect that precipitates changes in many other directions. This is illustrated by the effect that takes place if the marble at the bottom of a funnel full of marbles is moved - the rest move too.

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3. XIth International Conference of Social Work, "Rural and Urban Community Development". Working Party Statement. Brazil, 1962.

Since a nation is its people then the life they lead determines the economic, social and cultural wellbeing of a nation. The life of communities cannot be divorced from that of their nation, any aim to improve life at a village level has to be regarded as an aim related to and affecting the life of a nation as a whole. Similarly any plan to improve national wellbeing can be realistic only so long as it can be given meaning in relation to life at village level. Numerous examples noted by the group framed an emphasis on the fact that national growth is dependent not only upon what governments do but upon what the people themselves can accomplish when there is a conscious and effective linkage with governments.

Helping people acquire the desire and the skills to achieve successively greater advances, by nurturing initial attempts with considerable patience, resources and a tolerance of occasional mistakes, is the aim underlying one government programme. This was indicated by A.A. Perpetua, representing the Presidential Assistant in Community Development, who, reporting on the Philippine Community Development programme, states -

" .... nineteen agencies of government join hands in a partnership with people who form the motive power for development. Their development of communities is done through the active participation and largely upon the initiative of the people in the community. The Government plays a secondary role, although initially it provides the intensive stimulation for self-help activities. The Government provides necessary technical services from nation-building departments in a co-ordinated manner both in planning and implementation. Necessarily also, the Government makes available on a need basis, essential materials and equipment which may not be procurable nor found in towns or villages. This is done to prime the barrio (village) economy so that what people had dreamed of having could be achieved. This will dramatise the growing recognition that government should be responsive to people's needs. More importantly, however, is the realisation of higher levels of attainment by people by building upon what they have achieved. Through wise and intelligent guidance, communal projects assisted in part by tax funds can be the stepping stone towards greater responsibility for community uplift. Simply, these projects can be educational because they allow acquisition of new knowledge or skills and they increase acceptance of self-help. Moreover, they are developmental because the generation of other projects and activities is done through them."

Such experiences as gained in this and other programmes focus ten principles which are vital to Community Development.

1. Deliberate and planned involvement of citizens.

2. Co-ordination and involvement of all relevant agencies in programme planning and control.

3. Enablement of planning and direction to change by the people.

4. Encouragement of movement for establishment by people of their own co-ordinating machinery.

5. Balance between village initiative and government action.

6. Effective use of local resources in co-ordination with outside services.

7. Growth in communities' abilities through a sense of attainment in first efforts.

8. Determination of priorities in the light of local situation and needs.

9. Flexibility.

10. Preservation and strengthening of values in the traditional and social structures of communities which are compatible with developmental activities.

Numerous examples were cited where external change agents failed to attain their purpose through lack of application of these principles. In varying degrees failures have been experienced in each country. In some situations they have served as learning experiences, in others they have been used skilfully to give impetus to community motivation.

There are also instances where failure has been most damaging. This has been sharply illustrated by the project carried out on the island of Moturiki in the Fiji Group. A highly expensive project, employing numerous consultants, it not only failed to achieve any lasting benefit for the local community, but also caused fairly widespread reluctance in the area to consider C.D. as an effective means of

advancing developmental programmes. Basic in this was the failure to involve effectively the local community and undue reliance on the visiting "experts".

Failure is seen as inevitable when for example, governments set up target oriented production programmes without ensuring that their people are motivated and equipped to bring the plan to function - that they have the know-how and the will to strive for the success of the plan - that the plan is relevant to the knowledge, beliefs, values and skills held by the people and to the resources at their command.

The marshalling of economic and material resources gives in itself no guarantee that failure will be avoided. Nor will the addition of imported experts bringing all the relevant technical knowledge, yield attainment of the plan. New farming techniques may be demonstrated, and as in some Asian areas, may be applied with modern skill and equipment to large land holdings, but if the pattern of land tenure is one of small holdings then the villagers responsible for the bulk of local production will not be personally involved nor able to afford complex equipment. The techniques may be irrelevant to them and so the costly investment by their government or its international supporters is rendered waste. Too often, the gestures of foreign governments and organizations in supplying material aid to developing countries have been doomed to failure at their inception. The group found that this was because of the irrelevance of the aid to the actual nature of the social environments of the recipient nations.

Not only does waste occur but more often is the process of development retarded when a samaritan nation or organisation provides an emerging country with advanced mechanical equipment. Tractors given with the aim of encouraging technological advance and increased cropping are not only wasted for want of local village know-how on maintenance or a good supply of spare parts, but are converted in their rusting idleness to symbols of failure; and worse, in their breakdown, they become tangible evidence in favour of the well-tried, well-known, old methods.

Even when such aid is underpinned with adequate supplies of parts and training in maintenance, there is still the problem of motivation. Inefficient land tenure systems may be abolished by decree, individuals may be trained and all the essential material resources may be supplied, but unless the people are encouraged to relate to their own lives the values stemming from these advances and helped up to and beyond the stage of wanting to apply them, then the external pressures and supplies to a community are of negative value.

People will co-operate in change with a willingness and diligence only so long as they feel that their own interests are being served.

Awareness of the chain reaction effect and conscious effort to anticipate it is the prime essential in the preparation of any plan for community development.

For example, villagers living in a subsistence economy structured around a harsh landlord system may find when enthused and helped to increase cropping by the use of fertilisers, that the increase is nearly all, or more than consumed, by the increased demands of their landlords. Whilst the aim of boosting the national product may be achieved to some extent for some period, the more important aim of ploughing back the gains from this in further economic growth will tend to be defeated by the inclination of the landlords to hoard their gains or expend them on costly trivia or luxury consumer goods. Thus in the planning of such a scheme its stages have to be seen as including not only the introduction of a technique, but the implementation of its values in the minds of the farmers, their grasp of the complexities of application and preservation of opportunities for them to obtain permanent gains from its continued application. As in this example, the materials, the will of the people, and the necessary knowledge are often not a sufficient combination for success without some control, such as on land tenure practices. But without revolution, such controls have to be based upon laws and for these laws to be made meaningful, there has to be effective administrative machinery.

However, it was accepted by the group that more often than not in emerging countries, their administrative machinery was not initially so effective that it could control completely either harsh landlordship or the equally undesirable partners to change - graft, nepotism, and undesirably high profit-making by traders.

Such issues produced the observation that any implementation of national or foreign government or non-governmental programme for community development in an undeveloped nation, carries a prime responsibility on the part of the sponsor, for seeing the full context and, as much as possible, deliberately anticipating the side effects. A community development project designed for lasting success has to incorporate planning of follow-through support founded on an advance appreciation of issues likely to affect the main feature after its introduction.

From this it follows that there is little point in a foreign government or organisation supplying to a developing nation such things as education, health services, tractors or fertilizers, etc., if it does not first satisfy itself that the people want them, know how to use them, are ready and have a plan to benefit from them. Above all, the environment must be conducive to the extraction of permanent gain from their

introduction and use. To ensure this kind of appraisal, donor organisations and governments need skilled counsel from persons experienced in Community Development.

These and allied considerations underlined the conclusion that the loading in favour of success in any measure for improving the wellbeing of people and their nations, is proportionate to the degree in which its design reflects a wholistic approach.

COMMUNITY DEVELOPMENT IN RELATION TO GOVERNMENT IN EMERGING COUNTRIES

In undeveloped countries, with the problem of engendering a national cohesiveness in the face of tremendous forces working against it, the situation calls for an approach and action on a scale impossible for any village-level worker or single private organisation. It calls for a well-oriented government programme.

The greatest single resource available to any government is the people of the nation. But people are complex and difficult to shift in their beliefs and the attitudes they have. And so it is seen that before any programme can be planned effectively the idea of basing the planning on a humanistic and wholistic approach has to be firmly and steadfastly adopted.

If such an approach is not adopted then the shaping of policies will be dependent upon three assumptions. Firstly, that laws can be passed and that the people will observe them. Secondly, that services only need to be brought to the people and they will be used. Thirdly, that it is practical and desirable for decisions to be made for people rather than with them.

When they are applied, these assumptions permeate the whole administrative and policy-making structure so that at the final level of the community, the situation arises where various departments are pursuing different aims, taking conflicting action, facing misinterpretation and misunderstanding by the people - all with little or no real improvement in cohesiveness - without creating confidence in government - without sparking the initiative for positive self-help that is latent in people.

What happens is that when people cannot understand they will not support laws, use services, apply information, take self-action or evince a sense of social responsibility to their communities and the nation.

People will not believe in the values of services and demands coming from sources outside their communities if there is conflict with their own values or within the services. Change is resisted. Innovation is seen as aberration.

In any programme for national development in such countries, a number of precursors have to be established before it can be successfully applied at the community level.

1. Evaluation and Planning: Essentially the aims of any national programme have to be evaluated against ten interlocking stages -

   (1) Determination of problems.
   (2) Relationship with other aspects of national development.
   (3) Setting of priorities.
   (4) Definition of objectives.
   (5) Determination of resources - human and physical.
   (6) Allocation of resources.
   (7) Motivation of people.
   (8) Adequacy of communication channels between people and the government.
   (9) Facilities for progress appraisals.
   (10) Focussing of achieved development.

It is futile, for example, to plan a 5-year agricultural development programme on a production target basis only. With existing patterns of land tenure and land usage, it may be completely impossible for farmers to increase production. It has to be remembered that in the face of depressed incomes most farmers in such countries are producing as much as they know how to. New techniques can only lead to increased production if the farmers learn and apply them. Before they do this, they have to be convinced of their values. And so, to gain increased national production the first hurdle of convincing - not forcing - farmers has to be overcome. The production target cannot be gained without the provision of services which can lead farmers into wanting to increase production and wanting to learn how to do this. Conditions must be appropriate and carry suitable incentives for farmers' co-operation. As in this example, so does it apply to any aspect of development, that target setting is unrealistic unless the plan incorporates training of field officers based on the knowledge and the approach necessary to induce communities into voluntarily working in the desired direction and an administration oriented to this.

It has to be recognised also that even if the organisation and interpretation at community level is well done, the results may not be as effective as possible because of some underlying factor.

As in many countries, technical advances in agriculture may be negated by the unsuitable land tenure system, etc.... Of a consequence, the programmes for increased production may require preceding measures of legislative reform. For example, in Korea, it has been necessary to enact laws restricting the practices of moneylenders because of the crippling effect they were having on agricultural practices.

From this, it can be seen that full evaluation of all relevant issues, including particularly, the socio-cultural factors, is an essential starting point for any plan of national development. Economic and technical detail by itself is not enough. Technical services and skills are not culturally neutral and may not be suitable for direct transplanting without modification.

2. Stability in Policy

With the aim of leading villagers into developmental activity in any particular field, governments determine various policies. Some of these relate to the total function of govemment, others relate to the determination of specific goals and some pertain to the marshalling of resources. When villagers are induced into action under these policies there is the implied expectation that the policies will prevail. If policies are changed whilst the villagers are still engaged in their action, confusion and distrust result.

This is an effective block to any sense of confidence in the nation and creates further resistance. More importantly, it retards any growth of identification with life of the nation. If these things are to be avoided then special care is necessary to minimise abrupt changes in policies. If changes are necessary they should desirably be effected as a rate enabling a transition programme at the community level.

3. Effective Organisation of Information and Resources.

When communities embark on developmental programmes dependent upon government supplied information and resources, they expect accurate and relevant information, and the delivery of the resources at the time appropriate to the stage of the programme. However, if, as was experienced in the early days of

the Philippines Community Development Programme, there is a delay in delivery of materials, this undermines community effort and defeats the intention of stimulating villagers in self-help developmental projects.

4. Co-ordination of Agency Activities

Many government services operate at community level. As a result there are many individual officers, each with specific purposes and each impinging on various sectors of community life. There can arise the kind of farcial situation in which the agricultural adviser works with the villagers to get them to build a dam but does not know that a railway surveyor is in the area, mapping a track which will lead across the dam site.

At the other end of the scale, if departmental executives are unaware of the plans of other agencies there can be bitter clashes over budget provisions and a duplication of machinery and activities resulting finally in wastage at the community level.

If there is not adequate co-ordination at all levels, the sum of any national programme is likely to be a costly fiasco. The failure is double-barrelled. Not only is it costly in cash, but costly in the set-backs that can result from the retreat of villagers into their original inertia.

It is significant that in several settings the most difficult level at which to obtain co-ordination has been at the very top, with the heads of departments. It is also significant that this problem of co-ordination has been recognised by some governments and co-ordinating machinery has been established at all levels from national, regional, district and community. The most recent move of this kind is being introduced by the Administration of Papua and New Guinea.

5. Stability within the Administration Structure

Any instability in the administration of an agency will impair the co-ordination of its activities with those of other agencies. Its ability to function as a channel of communication between government and citizens will also suffer.

Any officer carrying out a development programme with a community is dependent upon the administration of his agency for the support necessary to his activities. He needs to feel that his own position is secure; that any change in his seniors will

not arbitrarily curtail projects he has commenced with the villagers. If there is instability in his agency's administration then the risk is for him to become fatalistic and prey to the same inertia as suffered by the people he is supposed to be lifting out of it.

On the other hand, the problem of rigidity can be equally important. For a department to remain responsive to the needs of people and their situations it must retain a high degree of flexibility in its approach and interpretation of regulations. If the administration is inflexible then initiative and invention, which are so vital, are stifled and the organisation falls out of step with the actual needs. In this situation, development is not only retarded but prevented. Worse, retrogression occurs as the people lose confidence and finally reject the aims and services of the organisation.

6. Adequacy of Communication Channels

If a government is to be responsive to its people's needs then its representatives in the field and the whole of its administrative organisation must serve as a ready means of communication. This has been clearly stated by J. A. Ponsioen of the Institute of Social Studies, The Hague, as:

> "Administration is not the execution of ready made plans and regulations of the central authority, but a transfer and a translation of the intentions of the central authority into the social cultural and physical conditions of the region where they should be executed. It is almost impossible for a central authority to regulate the details especially when communities are widely dispersed. So the administration should have a certain liberty in the execution. There should be a balance between the guarantee which the central authority requires that its intentions will be executed and the possibility of creative invention on the part of the administrators to have these intentions realised in concrete settings. The same applies to the relation between higher and lower administrators as far as they form a hierachy. However, lower administrators should not identify themselves so much with the local situation that they feel no longer bound to the intentions of the central authority. On the other hand, the central authority may expect them to report not only about the execution of its intentions, but also about the real situation, the successes and failures of programmes, and most of all about the needs and demands of the people." 4

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4. J.A. Ponsioen, Institute of Social Studies, The Hague, "Community Development as a Process", International Review of Community Development, No. 6, 1960.

It is evident that without these precursors Community Development cannot succeed.

An observation which came with repeated emphasis was that all too frequently the broad aims of Community Development were defeated because senior departmental officers in all countries were unable to reach out from their particular disciplines or task settings; because their interpretation of administration was too inflexible; because they could not appreciate the basic need for administration to be responsive to people's attitudes and felt needs.

In short, it was painfully accepted that far too commonly there was a top level inability within governments to see that target oriented approaches were inadequate if not supported with inbuilt emphasis on how people might be motivated to work toward the targets.

The conclusion was underlined that this reorientation from a regulatory to a developmental approach at top administrative levels was probably the most essential prerequisite to balanced national development in emerging countries.

COMMUNITY DEVELOPMENT IN RELATION TO VOLUNTARY ORGANISATIONS IN EMERGING COUNTRIES

Although the prime responsibility for initiating Community Development in emerging countries is vested in governments it is noteworthy that as government programmes develop and succeed the need for voluntary organisations increases. Once people are motivated and acquire the outline of a broad social consciousness then the values of non-regulatory associations become sharply apparent to the people who, when properly guided, find great enthusiasm for voluntary associations.

Voluntary organisations oriented to felt needs of the people can provide channels within which people can extend their interests and develop a sense of co-hesiveness through the pursuit and development of common interests which yield an opportunity for both individualistic and community development.

Typical of this is the example reported by Fijian delegate, J. Pickering, of a village in Fiji where the villagers had adopted the concepts of the Red Cross Society. They were isolated and had realised the need to inject as many opportunities as possible for liaison with the rest of the island group. By voluntary fund raising with the device of building a mile long line of pennies they raised money to send their village headman on an observation visit to the capital.

It is significant that the introduction of the concepts of the Red Cross Society was through the local school teacher who had been oriented to them because of their formal inclusion in his government's teacher training programme.

G. Linsley of the Papua and New Guinea Administration reported also on the fostering by government, of women's groups on a voluntary association basis.

Such examples have shown that in developing countries the role of voluntary organisations becomes an integral part of national development programmes. This role is evidenced in many forms, e.g.

1. Bodies receiving subsidies from government because of their general value as independent auxiliaries to government in promoting cultural growth and cohesion, e.g. the Council of Social Service of Malaysia, the Better Life Movement Association in Japan

2. Government subsidised bodies providing specific services helpful to government aims but not formally integrated into government programmes

3. Organisations operating on government subsidies as integral parts of government schemes, e.g. mission schools

4. Bodies which are not subsidised but which supply consultant services and financial support to government programmes, e.g. The Ford Foundation (India)

5. Movements and Associations which inculcate broad social consciousness, e.g. Service Clubs.

Whilst the need for voluntary organisations increases as community initiative rises and their value increases similarly, problems are being noted in the task of integrating the overall voluntary movement with the aims and functions of governments. There is no standard framework for co-ordinative communication.

In most countries there is no structural provision for formal co-ordination of the voluntary movement with broad government planning. This is seen as important area for further study by governments and voluntary organisations alike.

PRIVATE ENTERPRISE IN RELATION TO COMMUNITY DEVELOPMENT

In many countries, private enterprise plays a vital role in the development of national wellbeing. Its contribution is to be seen at the various levels in all three fields of economic, social, and cultural development.

Private enterprise has three particular characteristics which enable it to contribute to the development of communities. It has capital - an item sorely needed in all developing countries. It has experience in technical and managerial skills and since its motivation is profit these are likely to be competent. Through its operations, private enterprise offers a lead in the introduction of such competence into emerging countries and this tends to be reflected in many levels of community organisation.

The introduction of industry to a developing area tends to open up communications. Transport for raw materials is necessary. Roads have to be provided for and in this way inter-village communication and exchange blossom . There is probably no more important aid to cohesion than roads.

People employed in such industries are introduced to systems of promotion based on abilities and not on hereditary status. They are introduced to a process of individualisation which then manifests itself in their relations with other villagers. As a result new criteria for leadership emerge and efficiency and thought tend to acquire a more influential place in the communities' measures of organisation.

New interest groups tend to spring up around new skills and new areas evolve for exchange between people who may previously have been unable to interact because of tribal customs.

Through the problems of working conditions within an industry, villagers are introduced to the concept of organised collective bargaining and gradually trade unionism grows. Through conduct of union affairs, they learn more about processes of majority decision making.

Transition from a subsistence to a cash economy is facilitated.

COMMUNITY DEVELOPMENT IN URBAN COMMUNITIES

Although in emerging countries more people live in the country than in the city, the increasing rate of migration to cities demands attention. Important issues of priorities of emphasis arise in the allocation of national community development resources.

The influx poses some severe problems. One of the most significant of these is the draw-off from rural areas of the vigorous age groups. This has the effect of creating deficits and imbalance in the age structures of rural communities.

Since the adventurous and those with initiative are the ones who tend to leave, rural communities are often left with a poor reserve of up-and-coming leaders. They are short of the people likely to have been the most helpful in giving the lead in adjustment to change. This loss of the rural communities is not necessarily a gain for the cities. In fact, the very qualities of initiative and adventure which make them migrate can cause them to become delinquent when faced with the pressures and difficulties of urban life. Removal from the influence of village type patterns of behaviour control aggravates this tendency. Similarly the removal from home village social contacts leave the migrants with fewer guideposts and lesser opportunities for developing leadership potential. With greater competition they may and frequently do find it impossible to maintain the same diet and accommodation standards as they had in the village.

For many reasons people who have obtained higher education prefer city life and as there tends to be a marked concentration of a nation's intelligentsia in cities it is not surprising that most social reforms are formulated and receive essential impetus within cities rather than from rural communities. Expressive of this and the stresses taking place in the emerging countries as people react to social change, are the military coups which have erupted in recent times.

Problems of cohesion among people in urban communities can therefore appear to carry a deeper significance for national development than they do in rural settings. On this point, there may appear to be some argument in favour of giving priority of emphasis to community development in urban settings

However, with full appreciation of the economic, social and cultural interdependencies and interactions between rural and urban communities in most emerging countries, it becomes clear that allocation of priority to either over the other

would be illogical and in practice over a period, potentially disastrous.

The importance of recognising the links between rural and urban communities is indicated by an illustration of one type of problem. This is the difficulty faced by Fijians and New Guineans who have migrated from their villages and settled in urban areas. Under the cultural expectations of extended kinship groups it is a social compulsion for such people to admit to their homes and support for unspecified periods any member of their original kinship group. This kind of pattern has negated some well intended housing schemes. When in one New Guinea town, for example, individual houses were allocated to families formerly overcrowded in one house, it wasn't long before each house was overcrowded as additional members of the extended kinship group arrived from the village.

And so, considerable emphasis has to be placed upon an underlined need for a balance to be struck in national community development programmes between the direction of skills, services, and resources to both urban and rural communities.

Also, the principles of community development applicable to rural communities are found to be equally valid in urban settings. What is different is the focus that has to be given to these principles.

In urban settings, two distinct types of sub-communities are the main focal points of community development. One is the neighbourhood - a sub-community with a geographical base. This may extend from a single multi-storey flat as in Hong-kong or Singapore, to a small locality consisting of several street blocks. The other, a sub-community without a defined geographic context, is the kind in which people interact in pursuing activities, interests and kin ties which are common to them.

In both of these sub-communities, the key problem is seen as the lack of cohesiveness and the difficulty of establishing a sense of individual identity and identification with the community at large and finally with the nation as a whole.

COMMUNITY DEVELOPMENT IN RELATION TO POLITICAL STRUCTURE

The political structure of a country is usually the key to the nation's development. If the structure is such that there are few links between government and the people, then the government tends to be out of tune with the people. This creates a dangerous situation, frought with instability. When people find something impinging on their lives which they do not understand, they tend to oppose it. If in this

situation, they have no access to communication channels through which they can vent their feelings then they tend to erupt and overthrow the administration as has been so clearly demonstrated with many coups in Asian and South American countries.

Through the application of the Community Development approach people are helped to see the need for adequate communication channels and to forge for themselves social institutions serving this need. They can be aided in their efforts to devise ways of forming common opinions and to learn the procedures necessary to this - how to conduct meetings, use electoral systems, behave in meetings, record minutes, to recognise that while there can be diverse opinions a majority decision can still be reached.

These things can be achieved in most cultures. For example, in New Guinea, primitive peoples have been led by the Community Development approach to the point where they can now conduct local government councils in which majority opinions are formed and implemented.

Community Development has been proved to offer the most satisfactory way of enabling the introduction and establishment in emerging countries of effective channels of communication with government through which people can participate in policy making. As their participation increases so does their understanding of the meaning and intention of government. With the greater understanding, there is more harmony between government decisions and the people's wishes.

As a consequence of the effect of the Community Development approach, there can be a greater and steadily increasing stability in the political structure of a nation.

It is to be noted that with the need to preserve traditional forms as much as possible the Community Development approach cannot be claimed as a means for producing a standard type political structure. On the contrary, it can produce a rich variety of political structures each being particularly suited to the context of its origin. For example, with the approach of starting with what existed, there has been evolved in Papua a political structure based on the original totemic structure. Similarly in Fiji the electoral system is geared to the chiefly pattern of intertribal relationships.

COMMUNITY DEVELOPMENT IN RELATION TO NATIONAL ECONOMY

The two key aspects of national economy, productivity and consumption are especially susceptible to the Community Development approach as they are dependent

upon the people within the nation.

In turn the willingness and ability of people to perform necessary work is dependent upon their attitudes, needs and physical capacity for labour.

By aiding villagers to see local needs and to understand how they themselves can meet the needs, the C.D. approach can result in the making of roads, building of dams, adoption of new agricultural practices, etc., by voluntary labour. The results in relation to national economy are eight fold. The government has saved money which becomes available for other projects and enables extra development through these. A national asset has been created which enables further development in the local area through the benefits arising from the existence of the facility. Through the sense of attainment gained by their self-help effort. All of these stages can result in improved production and better living conditions within the communities. Further, with improved living conditions, people are able to bear more taxation and so again there is an increase in the amount of revenue available to promote further development.

In many areas ignorance and beliefs perpetuate practices and habits which affect a villager's physical ability to work, e.g. diet deficiencies associated with debility brought about by cooking habits and food preferences. With skills in working with the people within their systems of beliefs and values, changes in diet can be achieved, health is improved and their ability to work is increased.

Within the villages in developing countries many individuals tend to hoard small sums of cash or save it by purchase of convertible jewellery, etc. Although the individual may have little, the total for the village may be substantial. The release of this capital into circulation may be obtained as the result of a C.D. worker helping the villagers to see that the purchase of shares in a local co-operative is a good investment both for the community and the villagers. It can also be gained by a village decision to strike a levee for a particular project.

Because of trade systems in some countries much of the capital tends to be channelled to a few powerful individuals and to be rendered relatively idle in terms of increasing the amount available for development purposes. This kind of problem is often created by moneylenders and middlemen. In Korea, for example, as in many places, an interest rate of 100% drained off all capital that could otherwise have been a potential increase to the volume in circulation. Community Development programmes encouraging development of group credit schemes provide one means of combating this sort of problem.

There are many sub-surface values to this kind of activity for as is frequently the case, families in the hands of usurers have to adopt sub-standard diets with resulting illness and physical disability for labour. A side effect is the additional drain on any existing medical services.

Economic growth is also dependent largely upon various types of financial institutions and an array of techniques for recruiti ng and utilising capital. People in emerging countries have to be given insight into these; they have to be taught about investments, dividends, etc.. They must learn of them within their villages. The rate at which they are familiarised with these aspects of cash economy is dependent largely upon the opportunity for personal experience and observation within village life through local investments such as in co-operatives. It is a big jump from primitive inter-village barter systems to paper-type notes.

There are many ways in which with the use of the Community Development approach this confidence can be achieved. By creating at the village level a desire to participate in projects of a national capital asset kind, the Community Development approach can establish a climate receptive to investment by government by way of subsidies, tax concessions, guaranteed loans, grants-in-aid, new marketing facilities, new processing industries, etc..

Through improved motivation, health, and awareness of needs, etc., the tremendous resources latent in the people of many nations are being brought into play in participation and in constructive support of national economic development programmes. They are being helped to acquire confidence in their countries' wellbeing. It is in such ways that the Community Development approach offers a vital means of promoting economic growth.

COMMUNITY DEVELOPMENT IN RELATION TO CULTURAL GROWTH

The many interlocking facets of national life are difficult to maintain in equilibrium in the face of great pressures for change. Stress and imbalance arise and the time lag between introduction of elements of change and traceable alteration in the ways of life make for great problems. Not the least of these is the tendency for many traditional forms to be lost or unnecessarily mutilated. Such issues of concern include the gradual deterioration of old customs which, in their sum, made a way of life for people - which established their identity as a people and provided the base for individual and national pride and a sense of belonging and dignity. There are many phases of degeneration, the worst occurring when people of a developing country are divorced from the unifying influence of their long established

village or tribal cultural patterns. Arts and crafts, ceremonies, marriage patterns, etc., are all subject to erosion in the face of new forces of change. Preservation of these is often as important on a long term basis as the introduction of a new industry. The Community Development approach with its wholistic base provides a means of integrating new advances with older cultural features. In New Zealand for example, the use of Community Development skills is resulting in a renaissance of Maori culture in its many arts, crafts and ceremonies. The rapid trend to obliteration has been halted and they have been integrated into the superimposed European culture.

Through Community Development, disharmony, racial tensions and personal mental illnesses are being minimised and the national life of countries is being integrated.

COMMUNITY DEVELOPMENT TODAY

In assessing the impact of the Community Development approach in emerging countries this group noted an increase in the number of areas where it has been adopted under one name or another and by a variety of disciplines.

Whilst in some countries there is no evidence of an awareness of the Community Development concept, in others it has been formally focussed as the essential foundation for national development programmes; a notable example being the Philippine Community Development Programme in which 2,750 trained field staff are engaged.

India has trained more than 50,000 such workers. Japan has evolved a system of voluntary workers (Better Life Movement) within an administration that is not under government control but which is subsidised with an annual grant of over U.S. $360,000 and supported with government paid technical advisers.

Thailand has a national Community Development programme using over 400 workers whose purpose is

> "to help villagers establish and use group procedures in analysing their community problems and in planning and carrying out joint co-operative self-help community improvement projects. Village Community Development Committees are established as a rudimentary institution for the exercise of group responsibility, and self-help methods are emphasised. The value from "learning by doing" is lowered resistance to new techniques.

"The programme is planned as a co-ordinated programme with the various subject matter ministries carrying responsibility for activities within their respective subject matter areas, with the community development staff providing a central administrative and co-ordinating service."

"The intention is to foster the growth of local self-government, strengthen the villagers' capacities in this direction, and assist them to secure and use the technical assistance that they need from the various governmental services in carrying out projects in agriculture, health, and sanitation, roads, local facilities, etc., and to progressively involve them in an understanding of the participation in the National Development Plan." 5.

The Community Development approach was also seen to be the permeating influence in the development programme of the administration in Papua and New Guinea. In Korea, government Community Development programmes have been launched. Some related activity is being carried out in the Pacific Islands and the intergovernmental South Pacific Commission is directing its efforts towards the acceptance of Community Development orientation. The government in Pakistan has introduced a Community Development programme and training schemes are also in operation. The Indian and Philippines governments are both making their training facilities available to foreign students. In the case of India this has been extended to the provision of scholarships for foreign students. Graduate and post graduate training is being offered by some universities in India, Pakistan, the Philippines and Australia, within various faculties such as Social Studies, Agriculture, and Arts.

As more and more nations emerge and undergo the pangs of development, there is a tremendous need for knowledge about every possible means of minimising the strife, the distress and suffering experienced by the peoples of these nations as they struggle to master the difficulties of adjustment to cash economies and technological advances.

Much is known about the major means offered by the Community Development approach and there is a growing body of literature, but this knowledge does not appear to be circulating in ways which carry it to the points where it is most needed.

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5. Northeast Briefing Book, United States Operations Mission to Thailand, Bangkok, 1962.

RECOMMENDATIONS

1. As with village communities, so too do many emerging countries need help through outside stimulation. It is seen with concern that in those countries where the Community Development approach is so urgently needed there is no immediate likelihood of any internal awareness of this need developing. All too often the difficulty has lain in the inability of senior government officials to orient themselves to an wholistic and developmental approach instead of the usual regulatory approach. Some means of overcoming this difficulty is needed. With the material before it, this group considers that some supra governmental action is called for. Its potential value in the idea that the stimulus for developing countries could be provided by an independent organisation or an instrument of the United Nations Organisation, creating facilities - perhaps a mobile team of especially trained personnel - and extending invitations to governments of emerging countries to arrange for their senior administrators to attend short seminars of orientation to the Community Development approach, such courses being conducted within the various countries.

2. More extensive research is required into

   a) the functioning of communities in emerging nations and
   b) the nature of training courses for village level Community Development workers.

3. There is urgent need for careful study of the role of voluntary organisations in emerging countries and the problem of achieving co-ordination of their activities and government Community Development programmes. It is noted that much difficulty is being experienced in devising channels of communication conducive to this co-ordination. Some potential for such study could reside with such international voluntary organisations as the League of Red Cross Societies, the International Conference of Social Work and the Social Affairs Bureau of the United Nations Organisation.

4. The values of the Community Development approach are judged to be so well established in practice that it is desirable for any government or international voluntary organisations to budget for programmed encouragement of its application.

5. In some settings, it is also desirable for formal education curricula to include an emphasis on the Community Development approach.

6. As a means to enabling extension and development of the Community Development approach and exchange of factual data and research findings it is desirable for some system of communication to be established. It is considered that in part this could be achieved by convening regional seminars, e.g., Asian region, at regular intervals.

7. These seminars and the clearing house for the exchange of information could be within the province of the South East Asia and Pacific Adult Education Committee established by the U.N.E.S.C.O. Regional Seminar on Adult Education, in Sydney in January 1964. It is recommended that the Chairman of this Seminar approach the Chairman of the abovementioned Committee with a view to these suggestions being implemented.

8. As a means for increasing world knowledge on this subject it is recommended that governments be requested to make available to the abovementioned Committee, adequate documentation of Community Development activities in the areas under their control.

9. Attention is drawn to the great need for the dissemination through all available media of information inculcating a greater public awareness of the objectives and values of the Community Development approach.

APPRECIATION

This Group places on record its great appreciation of the initiative taken by the Department of University Extension of the University of New England, Armidale, N.S.W., in convening this Seminar which in the opinion of members has provided an extremely valuable opportunity for a direct exchange of experience from a wide variety of backgrounds focussed on the principles and practices of Community Development.

Appreciation is also expressed for the effective organisation of the Seminar and the high quality of the administrative and other services provided.

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